

Message Text

UNCLASSIFIED

PAGE 01 CAIRO 22212 01 OF 03 201229Z
ACTION AID-59

INFO OCT-01 NEA-10 IO-14 IGA-02 EB-08 SP-02 L-03 PM-05
COME-00 AGRE-00 OES-07 SSM-05 CIAE-00 DODE-00
TRSE-00 SSO-00 DIWY-01 (ISO) W
-----068842 042010Z /11
O 201206Z DEC 77
FM AMEMBASSY CAIRO
TO SECSTATE WASHDC IMMEDIATE 3150
INFO USMISSION USUN NEW YORK

UNCLAS SECTION 01 OF 03 CAIRO 22212

DEPARTMENT PASS AID/W

E.O. 11652: N/A
TAGS: EAID, EGEN, UNDP, EG
SUBJ: EVALUATION OF UNDP ASSISTANCE PROGRAMS

REF: (A) STATE 291167, (B) CAIRO 17321, (C) CAIRO 20955

1. SUMMARY. UNDP, AS WELL AS OTHER COORDINATED UN AGENCY PROGRAMS, INCLUDING WHO, FAO, UNICEF AND UNESCO PROJECTS, HAS BEEN ACTIVE IN EGYPT SINCE MID-1950'S. EXTENSIVE EXPERIENCE WITH EGYPTIAN ECONOMIC SCENE AND SOCIAL NEEDS HAS HELPED TO MAKE UNDP PROGRAM WELL SUITED TO GOE REQUIREMENTS. UN HAS SOUGHT TO RELATE ASSISTANCE EFFORTS TO GOE-SET DEVELOPMENT PRIORITIES AND 1978 PACKAGE SEEMS TO BE NO EXCEPTION. BASIC CONSTRAINTS ON PROGRAM PARALLEL UNDP'S WORLDWIDE PROBLEMS OF LACK OF RESOURCES VIS-A-VIS NEED; LACK OF EXPERTS; AND BUREAU-CRATIC DELAYS ON BOTH SIDES. THESE COMPLICATE TO SOME EXTENT EFFECTIVE IMPLEMENTATION OF PROGRAM. AS CASE IN POINT, 1978-82 COUNTRY PROGRAM PROPOSAL (CPP) AND 1978 UNCLASSIFIED

UNCLASSIFIED

PAGE 02 CAIRO 22212 01 OF 03 201229Z

PROGRAM SUBMITTED TO GOE IN JULY 1977 ARE STILL AWAITING FORMAL GOE/MFA APPROVAL AND CONSEQUENTLY ARE NOT AVAILABLE LOCALLY. LOCAL UNDP OFFICIALS SEE THIS AS NORMAL PRO-CEDURAL DELAY AND NOT RESULT OF GOE OPPOSITION TO PROGRAM, 40 PERCENT OF WHICH IS ON-GOING PROJECTS. EMBOFF, HOWEVER, HAS REVIEWED DETAILS OF PLAN WITH LOCAL UNDP STAFF. EMBASSY/USAID STRONGLY ADVISE APPROVAL OF UNDP CPP FOR

EGYPT. END SUMMARY.

2. FOLLOWING IS EMBASSY/USAID RESPONSES TO REF A:

(A) SECTORAL BREAKDOWN FOR UNDP/CCP:

- (NOTE: FIGURES MAY NOT ADD TO TOTALS DUE TO ROUNDING.)

	FIRST FIVE YEAR CYCLE 73-77	SECOND FIVE YEAR CYCLE 78-82
- AGRICULTURE	25 PERCENT	26 PERCENT
- INDUSTRY	15 PERCENT	26 PERCENT
- EDUCATION/SCIENTIFIC		
- RESEARCH	25 PERCENT	18 PERCENT
- TRANSPORT/		
- COMMUNICATIONS	13 PERCENT	17 PERCENT
- HUMAN RESOURCES	16 PERCENT	2 PERCENT
- NATURAL RESOURCES	5 PERCENT	3 PERCENT
- HEALTH	2 PERCENT	6 PERCENT
- PUBLIC UTILITIES	1 PERCENT	2 PERCENT

PROGRAM HAS NECESSARILY FOCUSED ON SECTORAL CONCENTRATION OF PROJECTS, COORDINATING CLOSELY WITH GOE GUIDELINES. NEXT FIVE YEAR CYCLE CONCENTRATES 84 PERCENT OF ACTIVITY IN FOUR AREAS, E.G., INDUSTRIAL DEVELOPMENT; AGRICULTURE; EDUCATION/SCIENTIFIC RESEARCH; AND TRANSPORT/COMMUNICATIONS. UNCLASSIFIED

UNCLASSIFIED

PAGE 03 CAIRO 22212 01 OF 03 201229Z

NEW FUNDING CYCLE CALLS FOR TOTAL EXPENDITURE OF U.S. \$31.4 MILLION AS COMPARED WITH U.S. \$27.5 MILLION IN EARLIER PROGRAM. IN PREVIOUS FIVE-YEAR CYCLE SAME FOUR SECTORS WERE ALLOCATED 76.4 PERCENT OF AVAILABLE FUNDS. THUS, SECTORAL CONCENTRATION HAS INCREASED. GOE INAUGURATED FIVE-YEAR PLANNING APPROACH IN EARLY 60'S, BUT ABANDONED IT AFTER 1967 WAR UNTIL RECENT 1978-82 PRESENTATION. UNDP SECTORAL EMPHASIS SEEMS TO COMPLEMENT PRIORITIES IDENTIFIED BY NEW GOE PLAN (SEE REF B). OTHER SECTORS RECEIVING MUCH SMALLER AMOUNTS OF UN ASSISTANCE INCLUDE HUMAN AND NATURAL RESOURCE DEVELOPMENT; HEALTH; AND PUBLIC UTILITIES IN RURAL URBAN AREAS. IN ADDITION TO ABOVE SECTORAL PROGRAM, UNDP HAS UNDERTAKEN MAJOR EFFORT TO HELP GOE PLAN DEVELOPMENT AND RECONSTRUCTION OF SUEZ CANAL AREA, BASED ON SPECIAL CONTRIBUTIONS FROM BILATERAL SOURCES (REF C). ALTHOUGH NOT SPECIFICALLY TREATED BY SECTORAL BREAKDOWN, SUEZ CANAL AREA IS MAJOR GOE DEVELOPMENT TARGET. UNDP CONTRIBUTION IN SUEZ CANAL AREA THEREFORE ALSO NOTEWORTHY.

(B) DEFICIENCIES AND OMISSIONS

PRINCIPAL DEFICIENCY IN PROGRAM HAS BEEN LACK OF AVAILABLE

MONETARY AND HUMAN RESOURCES TO MEET ALL EGYPTIAN TECHNICAL ASSISTANCE REQUIREMENTS. SUCH REQUIREMENTS DEMAND MUCH LARGER INPUTS THAN EITHER BILATERAL OR MULTILATERAL DONORS CAN REALISTICALLY SUPPLY. CONSULTANTS HAVE BEEN HARD TO FIND DUE TO DECLINING UN PAY SCALES AND UNSTABLE ME POLITICAL SITUATION. GOE'S BUREAUCRATIC CLEARANCE PROCEDURES HAVE FURTHER COMPLICATED CONSULTANT HIRING PROCESS AND DELAYED IMPLEMENTATION. PROBLEMS, HOWEVER, HAVE NOT WEAKENED PROGRAM TO GREAT DEGREE. IN FIRST FIVE-YEAR CYCLE ONLY 15 PERCENT OF PROJECTS WERE SERIOUSLY BEHIND SCHEDULE. OTHER DELAYS APPEAR MINOR.

(C) COORDINATION.

LOCAL UNDP OFFICE COORDINATES FREQUENTLY ON INFORMAL BASIS
UNCLASSIFIED

UNCLASSIFIED

PAGE 04 CAIRO 22212 01 OF 03 201229Z

UNCLASSIFIED

NNN

UNCLASSIFIED

PAGE 01 CAIRO 22212 02 OF 03 201238Z
ACTION AID-59

INFO OCT-01 NEA-10 IO-14 ISO-00 IGA-02 EB-08 SP-02
L-03 PM-05 COME-00 AGRE-00 OES-07 SSM-05 CIAE-00
DODE-00 TRSE-00 SSO-00 DIWY-01 /117 W
-----105506 201256Z /46

O 201206Z DEC 77

FM AMEMBASSY CAIRO

TO SECSTATE WASHDC IMMEDIATE 3151

INFO USMISSION USUN NEW YORK

UNCLAS SECTION 02 OF 03 CAIRO 22212

DEPARTMENT PASS AID/W

WITH OTHER BILATERAL WESTERN DONORS AS CIRCUMSTANCES REQUIRE IT. INTRA-UN COOPERATION ON PROJECTS APPEARS GOOD. ACCORDING TO LOCAL UNDP OFFICIALS, COORDINATION WITH EASTERN BLOC VIRTUALLY IMPOSSIBLE AND SOME DUPLICATION

MIGHT HAVE OCCURRED IN PAST. RECENTLY, BLOC ASSISTANCE ACTIVITY HAS DECLINED SHARPLY. AS RESULT, UN ANNUAL DEVELOPMENT ASSISTANCE REPORT, PREPARED BY CAIRO UNDP, HAS INCREASED USEFULNESS BECAUSE LISTING WESTERN DONORS' ACTIVITIES RELATIVELY COMPLETE. BOTH 1975 AND 76 REPORTS REFLECT NO DUPLICATIONS BETWEEN UNDP AND BILATERAL AGENCIES, BUT THERE IS CLEAR EFFORT TO COOPERATE WITH OTHER DONORS ON SPECIFIC PROJECTS. SCIENCE CENTER ACTIVITY AT ALEXANDRIA UNIVERSITY WITH USAID IS ONE EXAMPLE. MORE JOINTLY FINANCED PROJECTS WITH U.S. AND OTHER BILATERAL DONORS ARE IN DISCUSSION STAGES.

(D) SIGNIFICANCE.

ALTHOUGH SIZE OF UNDP PROGRAM IS SMALL, RELATIVE TO ARAB FINANCING AND U.S. SUPPORTING ASSISTANCE, HEAVY CONCENTRATION IN FEW KEY SECTORS ENABLES PROJECTS TO HAVE SIGNIFICANT IMPACT. COORDINATION WITH UN AGENCIES AND BILATERAL DONORS APPEARS HAVE EFFECT OF MAXIMIZING AVAILABLE RESOURCES, WHICH INCREASES SIGNIFICANCE OF PROGRAM RELATIVE TO AMOUNT OF FUNDS INVOLVED.

UNCLASSIFIED

PAGE 02 CAIRO 22212 02 OF 03 201238Z

TION IN FEW KEY SECTORS ENABLES PROJECTS TO HAVE SIGNIFICANT IMPACT. COORDINATION WITH UN AGENCIES AND BILATERAL DONORS APPEARS HAVE EFFECT OF MAXIMIZING AVAILABLE RESOURCES, WHICH INCREASES SIGNIFICANCE OF PROGRAM RELATIVE TO AMOUNT OF FUNDS INVOLVED.

(E) BUDGETARY CONSTRAINTS.

DURING 1975-76 UNDP EGYPT WAS FORCED TO MODIFY SCOPE OF EXISTING PROGRAM FOR LACK OF FUNDS. THIS RESULTED IN DELAY OF INITIAL PHASE OF FOUR REHABILITATION PROJECTS IN SUEZ CANAL AREA AND POLLUTION CONTROL PROJECTS IN ALEXANDRIA UNTIL 1979. SEVERAL SMALLER PROGRAMS ALREADY UNDERWAY AND SCHEDULED FOR 1976 COMPLETION WERE SLOWED DOWN AND FUNDING "STRETCHED OUT" INTO 1977-78 PROGRAMS.

(F) PROGRAMMING.

AS NOTED ABOVE, PLANNING AND COORDINATION WITH GOE IMPROVED DURING FIRST FIVE YEAR PROGRAMMING CYCLE AND PRESENT INDICATIONS REFLECT CONTINUANCE OF TREND. DELAYS, RESULTING FROM BOTH UN AND GOE BUREAUCRATIC PROCEDURES, CAN BE INORDINATE, BUT ALL AID CONTRIBUTORS COMPLAIN OF THESE TO GREATER OR LESSER EXTENT. UNDP HAS DISTINCT ADVANTAGE OF UNINTERRUPTED ACTIVITY IN EGYPT AND ON-GOING PROJECTS APPEAR IN MOST INSTANCES, TO RUN SMOOTHLY. ONE PROBLEM, HOWEVER, CONTINUES TO BE GOE'S OWN BUDGETARY CONSTRAINTS WHICH OFTEN LIMIT AVAILABILITY OF COUNTERPART FUNDS. AS GOE FACES PERENNIAL LIQUIDITY CRUNCH, IMPROVEMENTS IN THIS AREA REQUIRE MUCH MORE GOVERNMENT ATTENTION TO PLANNING AND BUDGETING PROCEDURES. WHILE UNDP HAS EVEN CONTRIBUTED TO UPGRADING IN THESE AREAS WITH MEDIUM RANGE TECHNICAL ASSISTANCE, REFORM OF THIS MAGNITUDE WILL TAKE CONSIDERABLE TIME. UNDP, MOREOVER, SEEMS SENSITIVE TO GOE'S ADMINISTRATIVE LIMITATIONS AND HAS DEVELOPED SOME DEGREE OF FLEXIBILITY IN WORKING WITH LOCAL BUREAUCRACY.

UNCLASSIFIED

UNCLASSIFIED

PAGE 03 CAIRO 22212 02 OF 03 201238Z

(G) REVIEW AND PHASEOUT.

TRIPARTITE REVIEWS OF ALL INDIVIDUAL ACTIVITIES HAVE BEEN INCORPORATED INTO LOCAL PROCEDURE WITH 1972-77 CCP. IN ADDITION, RES REP HOLDS MID-TERM REVIEW ON ALL PROJECTS AT SCHEDULED HALFWAY POINT. DURING COURSE OF ANY REVIEW, PROJECT MAY BE MODIFIED OR PHASED OUT. PROJECTS MAY BE PHASED OUT ON A NUMBER OF GROUNDS SUCH AS LACK OF GOVERNMENT INTEREST (LIBRARY DEVELOPMENT PROJECT); LACK OF RESOURCES AVAILABLE IN LIGHT OF PROJECT REQUIREMENTS (NATIONAL MAINTENANCE AND REPAIR CENTER); INADEQUATE PREPARATION AND DEVELOPMENT (LIVESTOCK AND CROP PRODUCTION IN NORTHWESTERN COASTAL AREAS). ACCORDING LOCAL RES REP AND OBSERVATIONS TO DATE, ONLY ABOUT 5 PERCENT, OR LESS, OF PROGRAM IS PHASED OUT. MOST PROJECTS ARE MODIFIED AND COMPLETED WHENEVER POSSIBLE. ROUGHLY 40 PERCENT OF PROJECTS IN ANY GIVEN CYCLE ARE ON-GOING. THIS ASSURES CONTINUITY IN FUTURE PROGRAMMING WHILE PROVIDING FLEXIBILITY IN NEW PROJECT DEVELOPMENT. REVIEW AND EVALUATION HAS IMPROVED PROGRAM DESIGN AND MANAGEMENT SINCE LATE 60'S, LOCAL UNDP HOPES GOE PLANNING EFFORT CAN BE STRENGTHENING IN NEXT FIVE YEARS AS THIS WILL SUBSTANTIALLY ENHANCE UN PROGRAM PLANNING.

(H) PROBLEMS.

AS NOTED ABOVE, EVEN WELL DESIGNED PROGRAM CAN BE FRAUGHT WITH PROBLEMS IN EGYPT. AVAILABILITY OF NEEDED CONSULTATIVE PERSONNEL WILL CONTINUE DELAY SOME PROJECT

IMPLEMENTATION. THIS IS COMPOUNDED AT PRESENT BY UN SALARY CEILINGS AND U.S. TAX REFORM POLICIES WHICH DISCOURAGE MANY US TECHNICIANS. TRADITIONAL ME POLITICAL INSTABILITY HAS ALSO CONSTRAINED PERSONNEL RECRUITMENT. ON OTHER SIDE, SUCCESSFUL UN TRAINING ACTIVITIES HAVE DEVELOPED NEW GROUPS OF SKILLED LABORERS THAT OFTEN LEAVE

UNCLASSIFIED

NNN

UNCLASSIFIED

PAGE 01 CAIRO 22212 03 OF 03 201243Z
ACTION AID-59

INFO OCT-01 NEA-10 IO-14 ISO-00 IGA-02 EB-08 SP-02
L-03 PM-05 COME-00 AGRE-00 OES-07 SSM-05 CIAE-00
DODE-00 TRSE-00 SSO-00 DIWY-01 /117 W
-----105542 201255Z /46

O 201206Z DEC 77
FM AMEMBASSY CAIRO
TO SECSTATE WASHDC IMMEDIATE 3152
INFO USMISSION USUN NEW YORK

UNCLAS SECTION 03 OF 03 CAIRO 22212

DEPARTMENT PASS AID/W

EGYPT FOR MORE LUCRATIVE POSITIONS IN RICHER PERSIAN GULF REGION. IN ONE MECHANICS' TRAINING COURSE, LOCAL UNDP STAFF ESTIMATES 2 OUT OF EVERY 3 TECHNICIANS HAVE LEFT EGYPT. WITHOUT RESOLUTION INHERENT INCONSISTENCIES IN SKILLED LABOR WAGE STRUCTURE, GOE WILL CONTINUE TO LOSE SUBSTANTIAL NUMBERS OF NEWLY TRAINED MANPOWER. UNDP, UNFORTUNATELY, CAN DO LITTLE TO INFLUENCE MAJOR POLICY CHANGES IN THIS AREA.

(I) PARTICIPATION OF WOMEN.

UNDP CAIRO HAS SEVERAL PROFESSIONAL EGYPTIAN WOMEN ON STAFF, ONE OF WHOM IS OCCUPIED FULL TIME ON PERSONNEL RECRUITMENT. OFFICE APPEARS ANXIOUS TO EMPLOY WOMEN AS CONSULTANTS BUT ONLY MARGINAL SUCCESS HAS BEEN ACHIEVED ON THAT FRONT. ONE OFFICER RECENTLY COMPLETED REPORT ON WOMEN'S ROLE IN EGYPTIAN SOCIETY FOCUSING ON DIFFERENT PROBLEMS OF WOMEN IN VARIOUS ECONOMIC GROUPS. THIS IS SEEN AS FIRST PHASE IN PROMOTING MORE ACTIVE ROLE FOR WOMEN IN DEVELOPMENT. WHILE GOE IS MORE LIBERAL THAN UNCLASSIFIED

UNCLASSIFIED

PAGE 02 CAIRO 22212 03 OF 03 201243Z

OTHER ARAB/MUSLIM COUNTRIES REGARDING WOMEN PROFESSIONALS, MANY PREJUDICES AND PRECONCEIVED IDEAS MUST BE OVERCOME. MORE EFFORT REQUIRED ALONG THESE LINES, THOUGH STEPS TAKEN TO DATE SEEM CONSISTENT WITH UN OBJECTIVES, IF NOT SUFFICIENTLY AGGRESSIVE.

(J) COMMENTS ON DRAFT CPP.

COMPLETE CPP TEXT HAS NOT BEEN PASSED TO BILATERAL DONORS DUE TO GOE INACTION EXPLAINED ABOVE. UN AGENCIES HAVE COMMENTED ON DRAFT AS APPROPRIATE. WHERE OTHER DONOR COOPERATION REQUIRED INDIVIDUAL PROJECT PROPOSALS HAVE BEEN OUTLINED AND OTHER DONORS' VIEWS SOUGHT. USAID HAS BEEN IN CLOSE COORDINATION WITH UNDP ON SEVERAL SEPARATE

PROJECTS. ACTIVITIES IN LATTER CATEGORY APPEAR CONSISTENT WITH USAID/UNDP OBJECTIVES AND GOE PRIORITIES.

(K) WHILE FULL TEXT OF DRAFT CCP NOT PUBLICLY AVAILABLE, EMBOFF HAS REVIEWED FINAL UNDP DRAFT AND REPORT'S COMMENTARY TENDS TO DISCUSS STRENGTHS AND WEAKNESSES OF PREVIOUS PROGRAM FAIRLY. FAILURES AND OBSTACLES ARE SEEN AS INSTRUCTIVE, CONTRIBUTING TO FUTURE IMPROVEMENT OF UNDP PROGRAM. POINT, MADE ABOVE, THAT UNDP MEETING CERTAIN GOE PRIORITY SEEMS JUSTIFIED. ACTIVITIES TO ENHANCE TRADITIONAL AGRICULTURAL METHODS, CONTRIBUTE TO SUEZ RECONSTRUCTION, AND INCREASE INDUSTRIAL PRODUCTIVITY ARE OBVIOUSLY NEEDED. WHETHER OR NOT UNDP IS MOST EFFECTIVE INSTRUMENT FOR PROMOTING TA ACTIVITIES IS PRINCIPAL QUESTION. WHILE UNDP SUFFERS HERE, AS ELSEWHERE, FROM IMPLEMENTATION DELAYS, STAFFING, ETC., IT MUST BE STRESSED THAT WITH NO UNDP VIRTUALLY NONE OF THESE PROBLEMS COULD BE ADDRESSED. NO OTHER DONOR IS PREPARED TO DO MANY OF THESE PROGRAMS. THUS TO EXTENT PROGRAM COMPLEMENTS GOE PRIORITIES AND OTHER MULTILATERAL AND UNCLASSIFIED

UNCLASSIFIED

PAGE 03 CAIRO 22212 03 OF 03 201243Z

BILATERAL DONORS EFFORTS, IT SHOULD BE PRESERVED AND STRENGTHENED.

3. UNDP/CCP FOR EGYPT DESERVES USG'S FULL SUPPORT, IN EMBASSY/USAID VIEW. EILTS

UNCLASSIFIED

NNN

Message Attributes

Automatic Decaptioning: X
Capture Date: 01-Jan-1994 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: TECHNICAL ASSISTANCE, PROGRAMS (PROJECTS), SURVEYS
Control Number: n/a
Copy: SINGLE
Sent Date: 20-Dec-1977 12:00:00 am
Decaption Date: 01-Jan-1960 12:00:00 am
Decaption Note:
Disposition Action: n/a
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment:
Disposition Date: 01-Jan-1960 12:00:00 am
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1977CAIRO22212
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: N/A
Errors: N/A
Expiration:
Film Number: D780008-1013
Format: TEL
From: CAIRO
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1977/newtext/t19771237/aaaabfgu.tel
Line Count: 363
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: a9d55000-c288-dd11-92da-001cc4696bcc
Office: ACTION AID
Original Classification: UNCLASSIFIED
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 7
Previous Channel Indicators: n/a
Previous Classification: n/a
Previous Handling Restrictions: n/a
Reference: 78 STATE 291167, 78 CAIRO 17321, 78 CAIRO 20955
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 27-Jan-2005 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 174253
Secure: OPEN
Status: NATIVE
Subject: EVALUATION OF UNDP ASSISTANCE PROGRAMS
TAGS: EAID, EGEN, EG, UNDP
To: STATE
Type: TE
vdkgvwkey: odb://SAS/SAS.dbo.SAS_Docs/a9d55000-c288-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009